

PERFORMANCE AUDIT
OF THE
CRIMINAL INVESTIGATION PROGRAM
MICHIGAN DEPARTMENT OF STATE POLICE

November 1998

EXECUTIVE DIGEST

CRIMINAL INVESTIGATION PROGRAM

INTRODUCTION	This report, issued in November 1998, contains the results of our performance audit* of the Criminal Investigation Program (CIP), Michigan Department of State Police (MSP).
AUDIT PURPOSE	This performance audit was conducted as part of the constitutional responsibility of the Office of the Auditor General. Performance audits are conducted on a priority basis related to the potential for improving effectiveness* and efficiency*.
BACKGROUND	<p>CIP activities are carried out through the Investigative Services Bureau. CIP subscribes to the MSP mission* to provide leadership, coordination, and delivery of law enforcement and support services in order to preserve, protect, and defend people and property, while respecting the rights and dignity of all persons. Our audit focused on three divisions within the Bureau: Field Detective Division (FDD), East Lansing Criminal Investigation Division (CID), and Southeastern Criminal Investigation Division (SECID).</p> <p>FDD is comprised of detectives assigned to district and post operations throughout the State. These officers respond to requests for service from citizens within their</p>

* See glossary on page 34 for definition.

respective post areas and provide support to local law enforcement agencies, including correctional facilities, in handling complex criminal investigations. Under FDD is the Investigative Resources Section (IRS). The primary goal of IRS is to provide relevant criminal intelligence, technical assistance, and training for MSP and other law enforcement investigators.

CID provides investigative services to local, county, State, and federal law enforcement agencies in 69 Michigan counties. SECID provides investigative services for 204 local, county, State, and federal law enforcement agencies in 14 counties in southeastern Michigan. Both CID and SECID provide investigative services relating to several areas, including illegal drug trafficking, diversion of controlled substances into the illegal market, homicide, organized crime, fugitive apprehension, public corruption, automobile theft and carjacking, and tax fraud.

MSP also helps local agencies by participating in multijurisdictional task forces* throughout the State.

CIP was appropriated \$38.1 million for fiscal year 1996-97 for approximately 400 full-time equated positions.

**AUDIT OBJECTIVES,
CONCLUSIONS, AND
NOTEWORTHY
ACCOMPLISHMENTS**

Audit Objective: To assess the effectiveness and efficiency of CIP.

Conclusion: Because there are a number of different factors and variables that influence crime and because meaningful measures have not been developed, we could not determine the effectiveness of specific activities operated and supported by MSP. The Uniform Crime

* See glossary on page 34 for definition.

Report shows that index* and non-index* crimes have continuously declined over the last few years in Michigan and activities and operations of CIP are similar to those conducted in other states. Also, crime statistics show that Michigan's estimated index crimes per 100,000 population is essentially equal to the national rate. However, Michigan's crime rate ranks 2nd highest within a group of 7 comparable states. We concluded that the CIP was generally efficient. Our assessment disclosed five reportable conditions* related to program effectiveness (Finding 1), annual inspections (Finding 2), information technology (Finding 3), task force financial reporting and audits (Finding 4), and multijurisdictional task force organization (Finding 5).

Noteworthy Accomplishments: Annual reports indicate that CIP initiated 8,691 cases that resulted in 5,938 arrests with an estimated value of \$83.6 million in seized assets in calendar year 1996.

Also, MSP, through its Statewide Information System (STATIS), will be the first agency on the National Drug Pointer Index (NDPIX) system. NDPIX is a nationwide system that allows for entry of drug-related investigations. STATIS is an on-line criminal intelligence reporting system designed to permit all police officers throughout Michigan to immediately share criminal intelligence information through a common data base. STATIS has also been selected to be the primary data base for the High Intensity Drug Trafficking Area (HIDTA). HIDTA is a federally funded cooperative that targets high drug areas by combining the forces of many federal agencies with MSP and local departments. HIDTA will have its own

* See glossary on page 34 for definition.

"intelligence center" whereas MSP's STATIS will be accessed. At the time of our audit, STATIS had 175 police agencies on-line and included investigative records related to over 60,000 persons and 2,300 businesses and organizations. STATIS received federal certification in July 1996.

**AUDIT SCOPE AND
METHODOLOGY**

Our audit scope was to examine the program and other records for the Criminal Investigation Program. Our audit was conducted in accordance with *Government Auditing Standards* issued by the Comptroller General of the United States and, accordingly, included such tests of the records and such other auditing procedures as we considered necessary in the circumstances.

To accomplish our objective, we examined MSP records related to CIP activities for the period October 1, 1995 through May 31, 1998. We interviewed MSP bureau, division, and unit/team, as well as local law enforcement, personnel. We analyzed the MSP and CIP mission statements and applicable statutes, policies, and procedures.

We examined CIP records related to the overall allocation of resources, organization of units and multijurisdictional task forces, performance of annual and semi-annual inspections, completion of audits, and utilization of information technology. We visited 5 unit/team worksites to review their operations. We contacted 6 local law enforcement agencies to determine their knowledge of and compliance with the reporting requirements of the sexually motivated crime data base^{*}. We also contacted 7 unit/team leaders to determine their satisfaction with IRS services. We conducted surveys requesting feedback

^{*} See glossary on page 34 for definition.

from various individuals, including prosecutors and judges, related to the extent of criminal activity within their respective communities and their awareness and satisfaction with MSP criminal investigation program activities.

We compiled crime statistics and trends within Michigan and compared them with other states.

AGENCY RESPONSES

Our audit report includes 5 findings and 5 corresponding recommendations. The agency preliminary response indicated that the Department generally agrees with all 5 recommendations.

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Colonel Michael D. Robinson, Director
Michigan Department of State Police
714 South Harrison Road
East Lansing, Michigan

Dear Colonel Robinson:

This is our report on the performance audit of the Criminal Investigation Program, Michigan Department of State Police.

This report contains our executive digest; description of agency; audit objective, scope, and methodology and agency responses; comment, findings, recommendations, and agency preliminary responses; a description of surveys and summaries of survey responses, presented as supplemental information; and a glossary of acronyms and terms.

The agency preliminary responses were taken from the agency's responses subsequent to our audit fieldwork. The *Michigan Compiled Laws* and administrative procedures require that the audited agency develop a formal response within 60 days after release of the audit report.

We appreciate the courtesy and cooperation extended to us during this audit.

Sincerely,

Thomas H. McTavish, C.P.A.
Auditor General

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Description of Agency

Criminal Investigation Program (CIP) activities are carried out through the Investigative Services Bureau. CIP subscribes to the Michigan State Police (MSP) mission to provide leadership, coordination, and delivery of law enforcement and support services in order to preserve, protect, and defend people and property, while respecting the rights and dignity of all persons. Our audit focused on three divisions within the Bureau: Field Detective Division (FDD), East Lansing Criminal Investigation Division (CID), and Southeastern Criminal Investigation Division (SECID).

FDD is comprised of detectives assigned to district and post operations throughout the State. Detectives respond to service requests from citizens within their respective post areas and provide support to local law enforcement agencies, including correctional facilities, in handling complex criminal investigations. Under FDD is the Investigative Resources Section (IRS). The primary goal of IRS is to provide relevant criminal intelligence, technical assistance, and training for MSP and other law enforcement investigators. Responsible for the collection, evaluation, and dissemination of criminal information, IRS's state-of-the-art Statewide Information System (STATIS) is designed to permit all police officers throughout Michigan to immediately share criminal intelligence information through a common data base. For the 12 months ended May 1998, police agencies performed over 2,000 STATIS searches per month.

IRS also maintains the sexually motivated crime data base and the homicide data base*. These data bases include information on both solved and unsolved crimes and assist law enforcement agencies in the investigation, identification, and apprehension of individuals involved in crimes.

CID provides investigative services for local, county, State, and federal law enforcement agencies in 69 Michigan counties. SECID provides investigative services for 204 local, county, State, and federal law enforcement agencies in 14 counties in southeastern Michigan. SECID works closely with Canadian law enforcement agencies. Both CID and SECID provide investigative services relating to several areas, including illegal drug

* See glossary on page 34 for definition.

trafficking, diversion of controlled substances into the illegal market, homicide, organized crime, fugitive apprehension, public corruption, automobile theft and carjacking, and tax fraud.

MSP also helps local agencies by participating in multijurisdictional task forces throughout the State. This provides participating local agencies with additional experience and resources. The goal of multijurisdictional task forces is to integrate federal, State, and local law enforcement agencies and prosecutors for the purpose of enhancing interagency coordination and establishing a unified effort in the enforcement of laws regarding drug and violent criminal activity. STATIS provides a common intelligence data base for these task forces. All but 2 of Michigan's 83 counties participate in multijurisdictional task forces.

Multijurisdictional task forces are governed by boards of directors composed of each area's CID or SECID commander and inspectors, chiefs of police, sheriffs, and prosecutors. Task force revenues include grants, appropriations from State and local governments, and forfeiture proceeds.

CIP was appropriated \$38.1 million for fiscal year 1996-97 for approximately 400 full-time equated positions.

Audit Objective, Scope, and Methodology and Agency Responses

Audit Objective

Our audit objective for the performance audit of the Criminal Investigation Program (CIP), Michigan Department of State Police (MSP), was to assess the effectiveness and efficiency of CIP.

Audit Scope

Our audit scope was to examine the program and other records of the Criminal Investigation Program. Our audit was conducted in accordance with *Government Auditing Standards* issued by the Comptroller General of the United States and, accordingly, included such tests of the records and such other auditing procedures as we considered necessary in the circumstances.

Audit Methodology

Our audit procedures were conducted from January through June 1998 and included examining MSP records related to CIP activities for the period October 1, 1995 through May 31, 1998. We interviewed MSP bureau, division, and unit/team, as well as local law enforcement, personnel to obtain an understanding of the CIP activities and related responsibilities. We analyzed MSP and CIP mission statements; applicable statutes, policies, and procedures; CIP activity reports; and CIP revenues and expenditures. We reviewed MSP and multijurisdictional task force audits and annual reports and a recent graduate thesis that included the results of a survey of individuals who utilize CIP services. We searched the Internet for and obtained applicable audit reports and pertinent information from other states related to criminal investigation programs.

We obtained an understanding of the internal control structure* for providing CIP services. Based on the results of our preliminary survey, we reviewed procedures and examined CIP records related to the overall allocation of resources, organization of units and multijurisdictional task forces, performance of annual and semi-annual inspections, completion of audits, and utilization of information technology.

* See glossary on page 34 for definition.

We visited 5 unit/team worksites to review their operations. We contacted 6 local law enforcement agencies to determine their knowledge of and compliance with the reporting requirements of the sexually motivated crime data base. We also contacted 7 unit/team leaders to determine their satisfaction with IRS services. We conducted surveys requesting feedback from various individuals, including prosecutors and judges, related to the extent of criminal activity within their respective communities and their awareness and satisfaction with MSP criminal investigation program activities.

We contacted other agencies within Michigan and in other states to obtain information related to criminal investigation programs. We obtained information related to criteria for measuring the impact of criminal investigation programs. We compiled crime statistics and trends within Michigan and compared them with other states.

Agency Responses

Our audit report includes 5 findings and 5 corresponding recommendations. The agency preliminary response indicated that the Department generally agrees with all 5 recommendations.

The agency preliminary response which follows each recommendation in our report was taken from the agency's written comments and oral discussion subsequent to our audit fieldwork. Section 18.1462 of the *Michigan Compiled Laws* and Department of Management and Budget Administrative Guide procedure 1280.02 require the Michigan Department of State Police to develop a formal response to our audit findings and recommendations within 60 days after release of the audit report.

COMMENT, FINDINGS, RECOMMENDATIONS, AND AGENCY PRELIMINARY RESPONSES

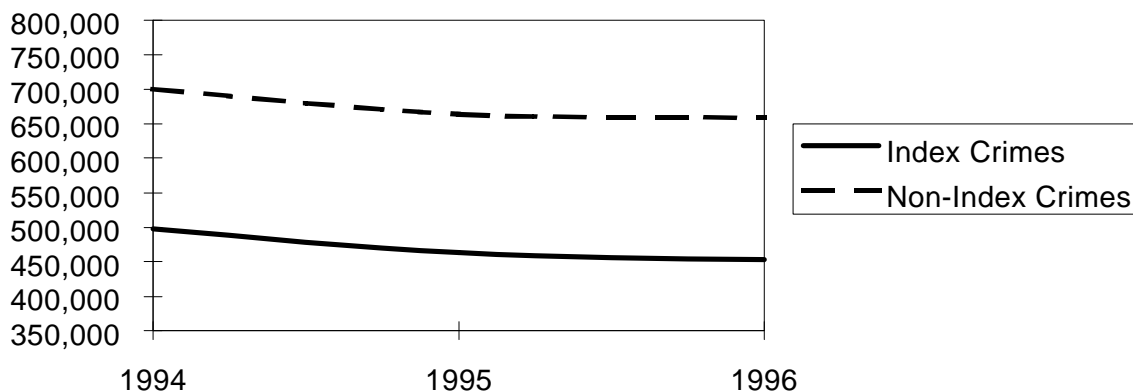
EFFECTIVENESS AND EFFICIENCY

COMMENT

Audit Objective: To assess the effectiveness and efficiency of the Criminal Investigation Program (CIP).

Conclusion: Because there are a number of different factors and variables that influence crime and because meaningful measures have not been developed, we could not determine the effectiveness of specific activities operated and supported by the Michigan Department of State Police (MSP). The Uniform Crime Report* shows that index and non-index crimes have continuously declined over the last few years in Michigan and activities and operations of CIP are similar to those conducted in other states:

Michigan Index and Non-Index Crime Trends



	1994	1995	1996
Index Crimes	497,222	462,864	452,929
Non-Index Crimes	700,500	663,950	658,445
Total Crimes	1,197,722	1,126,814	1,111,374

* See glossary on page 34 for definition.

In addition, crime statistics show that Michigan's estimated index crime per 100,000 population is essentially equal to the national rate. However, Michigan's crime rate ranks 2nd highest within a group of 7 comparable states:

CRIMINAL INVESTIGATION PROGRAM

Michigan Department of State Police
1996 Comparison with Other States

<u>State</u>	<u>Population</u>	<u>*Estimated Index Crimes</u>	<u>Estimated Index Crimes Per 100,000 Population</u>	<u>State Police Officers</u>	<u>State Police Officers Per 100,000 Population</u>
Illinois	11,847,000	629,762	5,316	2,030	17
Indiana	5,841,000	262,742	4,498	1,244	21
Michigan	9,594,000	490,971	5,117	2,102	22
Minnesota	4,658,000	207,891	4,463	474	10
Ohio	11,173,000	497,831	4,456	1,352	12
Pennsylvania	12,056,000	409,004	3,393	4,209	35
Wisconsin	5,160,000	197,182	3,821	496	10
United States	265,284,000	13,473,614	5,079	n/a	n/a

* The total number of crimes throughout the United States and within each state is unknown for any given year. To make the information more comparable, the Federal Bureau of Investigation estimates the totals based on the information provided by the states.

n/a = not applicable.

Source: Crime in the United States, 1996 Uniform Crime Report, U.S. Department of Justice.

We concluded that the CIP was generally efficient. Our assessment disclosed five reportable conditions to help improve CIP related to program effectiveness, annual inspections, information technology, task force financial reporting and audits, and multijurisdictional task force organization.

Noteworthy Accomplishments: Annual reports indicate that CIP initiated 8,691 cases that resulted in 5,938 arrests with an estimated value of \$83.6 million in seized assets during calendar year 1996.

Also, MSP, through its Statewide Information System (STATIS), will be the first agency on the National Drug Pointer Index (NDPIX) system. NDPIX is a nationwide system that allows for entry of drug-related investigations. STATIS is an on-line criminal intelligence reporting system designed to permit all police officers throughout Michigan to immediately share criminal intelligence information through a common data base. STATIS has also been selected to be the primary data base for the High Intensity Drug Trafficking Area (HIDTA). HIDTA is a federally funded cooperative that targets high drug areas by combining the forces of many federal agencies with MSP and local departments. HIDTA will have its own "intelligence center" whereas MSP's STATIS will be accessed. At the time of our audit, STATIS had 175 police agencies on-line and included investigative records related to over 60,000 persons and 2,300 businesses and organizations. STATIS received federal certification in July 1996.

FINDING

1. Program Effectiveness

MSP could enhance its process to evaluate the long-term effectiveness of criminal investigation activities and ensure that the deployment of investigators had optimal outcomes*.

MSP allocates resources to and determines the effectiveness of CIP based on various measures including public input and perceptions of crime. Also, MSP developed and implemented strategic plans for their divisions to allow them to focus on the areas critical to their operations. However, these plans do not include measurable outcome related goals or a comprehensive analysis of criminal activity throughout the State and the related impact that investigative activities have had on criminal activity.

For fiscal year 1996-97, CIP received appropriations of \$38.1 million for approximately 400 full-time equated positions for criminal investigations, federal anti-drug initiatives, food stamp investigation, and automobile theft prevention. At the time of our audit, 231 detectives were assigned to the East Lansing Criminal Investigation Division and the Southeastern Criminal Investigation Division. Over half of these detectives were assigned to multijurisdictional task forces and the rest

* See glossary on page 34 for definition.

were assigned to Statewide investigations, such as organized crime, fugitive apprehension, automobile theft, and food stamp fraud.

Approximately 100 field detectives are assigned to the district posts and respond to service requests from citizens within their respective post areas and provide support to local law enforcement agencies in handling complex criminal investigations. During 1996, field detectives at posts in the vicinity of prisons were spending approximately 27% of their time (approximately 10 full-time equated positions) on corrections complaints. These complaints represented only 2% to 4% of total MSP-investigated complaints for counties with prisons.

MSP has access to a wide range of criminal activity information from various sources, but it has not fully used this information in allocating resources or determining the impact that investigative activities are having on criminal activity throughout the State.

RECOMMENDATION

We recommend that MSP enhance its process to evaluate the effectiveness of criminal investigation activities and ensure that the deployment of investigators has optimal outcomes.

AGENCY PRELIMINARY RESPONSE

MSP partially agrees with this recommendation and notes that there are a number of different factors and variables that influence crime which make effectiveness of investigative activities difficult to evaluate. Traditional reliance on factors such as arrest statistics and seizures have not proven satisfactory. In addition, efforts to find an objective investigative effectiveness model in other state police agencies, and in current literature, have met with nil results.

Approximately 37% of MSP investigators are deployed on a predetermined basis via restricted funding or by legislative mandate. A new detective allocation model has been developed during the audit which will propose the deployment of field detectives according to the following criteria: index crimes, post complaints, number of Department of Corrections inmates, number of troopers assigned to the post, population, number of other detectives in the post area, and amount of assistance to other agencies.

FINDING

2. Annual Inspections

MSP did not conduct certain annual headquarters inspections of worksites in accordance with its policy.

MSP developed an inspection process as a means to evaluate performance and maintain consistent standards of operation at worksite locations. This process includes semi-annual and annual inspections. Division and district personnel complete the more limited semi-annual inspections, while MSP headquarters personnel complete the more comprehensive annual inspections. The annual inspection is more independent and includes a review of the status of all property received since the last annual inspection. Semi-annual and annual inspections are similar and include a review of areas such as incident supervision, incident investigation, property audit, forfeiture files, cash receipts book, and officers' time.

Although MSP has conducted semi-annual inspections in accordance with its policy, annual inspections of some East Lansing and Southeastern Criminal Investigation Divisions' worksites have not been conducted since July 1994. The frequency of MSP annual inspections has dropped to an average of every 3.7 years. In addition, future annual inspections are on hold because both inspectors retired at the end of February 1998, and the duties have not been reassigned.

We accompanied division inspectors on three semi-annual worksite inspections. These inspections focused on 8 inspection areas: incident supervision, incident investigation, management of confidential informants, condition of property room, property audit, forfeiture files, petty cash box, and cash receipts book. These inspections identified some instances of insufficient documentation related to the receipt and disposition of property and maintenance of property on-hand that should have been disposed of. Also, one additional worksite visited held over \$2 million in seized cash for several months. CIP personnel stated that courts require the preservation of forfeitures.

Maintaining large sums of seized money on hand, in conjunction with identified concerns related to property rooms, increases the risk of theft or loss and supports the necessity of the more comprehensive and independent annual inspections.

RECOMMENDATION

We recommend that MSP complete all required inspections of worksites.

AGENCY PRELIMINARY RESPONSE

MSP agrees with this recommendation and notes that certain headquarters inspections were not performed in accordance with policy and will ensure that all required inspections are performed in the future. The headquarters inspection process is currently being reviewed and will be revised. Recognizing that court decisions have left MSP with no alternative as to where money is stored, building and property room security has been increased. Division inspections of large amounts of money are no less comprehensive than headquarters inspections.

FINDING

3. Information Technology

MSP could enhance its information technology to improve the overall effectiveness and efficiency of CIP.

MSP maintains the sexually motivated crime data base (SMCDB) and homicide data base. These data bases contain information on solved and unsolved crimes as reported by law enforcement agencies. Law enforcement agencies use these data bases in the investigation, identification, and apprehension of criminals.

Our review disclosed areas in which the effectiveness and efficiency of the data bases could be improved:

- a. Law enforcement agencies did not submit required reports for entry into SMCDB. Section 28.247 of the *Michigan Compiled Laws* requires the collection of information related to individuals accused of sexually motivated crimes. Law enforcement agencies are required to submit this information to the MSP Investigative Resources Section (IRS) through sexually motivated crime reports, which are scanned into SMCDB. Law enforcement agencies can then use SMCDB in criminal investigations.

Based on comparisons with data supplied by the Central Records Division, for the period August 1997 through January 1998, 283 law enforcement agencies did not submit 914 required sexually motivated crime reports for entry into SMCDB. During this same six-month period, 1,619 reports were received and entered into the SMCDB. Thus, approximately 36% of the required reports were not submitted.

Although IRS sends follow-up letters for reports which were not submitted, cumulative records were not maintained to indicate if those reports were subsequently submitted for inclusion into SMCDB. Further, the follow-up letter does not indicate the submission requirements and related penalties for noncompliance.

Also, only 25 (3.6%) of the 699 homicides included in the 1996 Uniform Crime Report were submitted to IRS for inclusion in the homicide data base. MSP personnel submitted homicide reports for only 17 (68%) of 25 homicides they investigated in 1996. Reporting of homicide information is voluntary for local law enforcement agencies; however, increased reporting could result in an enhanced investigative resource.

- b. MSP personnel did not compare incoming data with information maintained in the data base related to other solved and unsolved crimes. Such comparisons are required by MSP policies. The policy requires that noted similarities be reported back to the reporting agency for use in criminal investigations.

MSP personnel informed us that these comparisons are not done because the data bases are not set up in a manner that allows incoming records to be searched against the data bases. However, the data bases are set up to perform limited searches, based on a known name or a limited number of identifying characteristics, for possible matches. These searches are completed only upon request. During calendar year 1997, MSP received 647 requests to search the data bases for a known name and 29 requests without a known name. Searches resulted in 94 matches for known name and several possible matches for the other requests.

- c. To determine that all required data is included in the SMCDB, IRS manually enters conviction data supplied by the Central Records Division and compares it to the existing data base. The conviction data is maintained in electronic format, but the Central Records Division prints out a data sheet for each sexually motivated crime conviction for IRS's use. Because both the conviction data and SMCDB are maintained in an electronic format, MSP should be able to do a computer match for IRS.

Incomplete data bases and the failure to compare incoming data with information maintained in the data bases significantly reduce the effectiveness of the data bases as investigative tools to aid law enforcement agencies in the investigation, identification and apprehension of criminals. Also, manually comparing electronic data bases is not an efficient use of resources.

RECOMMENDATION

We recommend that MSP enhance its information technology to improve the overall effectiveness and efficiency of CIP.

AGENCY PRELIMINARY RESPONSE

MSP agrees with this recommendation and notes that, since the inception of the mandatory reporting of the sexually motivated crime law in 1955, compliance has been a problem. More forceful correspondence has been used in past years that did articulate the legal requirements for submission and related penalties, which did not result in greater compliance.

The homicide data base does not have a legislative mandate, which explains why the rate of submissions is so low. Currently, the data contained in this file is insufficient to be used in any predictive or comparative manner. MSP will seek legislation to require all law enforcement agencies to submit homicide related data.

Technical concerns regarding the SMCDB and homicide data base are being addressed by MSP and have already reduced the dependency on such outdated technology as microfilm and manual look-ups. Planned improvements will enhance the ability to retrieve information from these data bases.

FINDING

4. Task Force Financial Reporting and Audits

MSP did not ensure that multijurisdictional task forces complied with requirements related to budgets, financial statement reporting, and audits.

Multijurisdictional task forces receive funds through grants, appropriations from State and local governments, and forfeitures. Investigative Services Bureau policy requires task forces to prepare and administer annual budgets adopted by the task force boards of directors and account for task force funds in accordance with generally accepted accounting principles (GAAP). The policy also requires that task forces be audited by a certified public accountant in accordance with generally accepted auditing standards (GAAS).

Our review of the 23 most recent audit reports of multijurisdictional task forces disclosed that 3 task forces did not have budgets adopted by their boards, 8 did not have financial statements that complied with GAAP, and 2 did not have audits conducted in accordance with GAAS.

By enforcing its policy, the Investigative Services Bureau can more effectively assess task force operations and have a level of assurance about each of the task force's operations.

RECOMMENDATION

We recommend that MSP ensure that multijurisdictional task forces comply with requirements related to budgets, financial statement reporting, and audits.

AGENCY PRELIMINARY RESPONSE

MSP agrees with this recommendation and notes that, where multijurisdictional task forces were found to be in noncompliance with GAAP and GAAS, corrections will be made.

FINDING

5. Multijurisdictional Task Force Organization

Multijurisdictional task forces were not always established in accordance with statute.

MSP assists local law enforcement agencies by participating in multijurisdictional task forces throughout the State. The goal of multijurisdictional task forces is to integrate federal, State, and local law enforcement agencies and prosecutors for the purpose of enhancing interagency coordination and establishing a unified effort in the enforcement of laws relating to drug and violent criminal activity. MSP establishes various types of agreements, including those under the Urban Cooperation Act^{*} (UCA).

Attorney General Opinion No. 6561 requires that task force expenditures of court-ordered forfeiture proceeds be made pursuant to local governmental unit appropriations unless the task force is established by UCA agreement as a separate administrative or legal entity under Section 124.507(1) of the *Michigan Compiled Laws*.

Also, Section 141.439(1) of the *Michigan Compiled Laws* states that an expenditure shall not be incurred except in pursuance of the authority and appropriations of the legislative body of the local unit. In addition, Section 333.7524(1)(b) of the *Michigan Compiled Laws* states that the proceeds and any money, negotiable instruments, securities, or any other thing of value that are forfeited shall be deposited with the treasurer of the entity having budgetary authority over the seizing agency.

Our review of 26 multijurisdictional task forces identified 19 task forces that received and expended forfeiture proceeds without the authority and appropriations of the legislative body of the local unit. Seventeen of the 19 did not have signed UCA agreements as required.

^{*} See glossary on page 34 for definition.

Although task forces appear to be operating well, proper organization would provide for more consistency and comparability and possibly prevent future problems resulting in more effective and efficient operations.

RECOMMENDATION

We recommend that CIP assist multijurisdictional task forces to ensure that they are established in accordance with statute.

AGENCY PRELIMINARY RESPONSE

MSP partially agrees with this recommendation and notes that it will continue to recommend to the governing board of each multijurisdictional task force in which MSP participates that the task force be established as an entity under the UCA, or as an entity in a manner consistent with statute. Absent entity status, task forces will be assisted and encouraged to handle forfeiture proceeds pursuant to local governmental unit appropriations.

SUPPLEMENTAL INFORMATION

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Description of Surveys

We developed three surveys (Exhibits A through C) requesting feedback from various individuals related to the extent of criminal activities within their community and their satisfaction with the focus and effectiveness of MSP criminal investigation activities:

1. Prosecutors (Exhibits A)

We mailed 86 surveys to county prosecutors, the Michigan Department of Attorney General, and the U.S. Attorney General's Office. We received a total of 60 responses, which are summarized in Exhibit A. A review of the responses indicated that a majority of the respondents classified crime within their communities as moderate and increasing and were aware of and very satisfied with the focus and outcome of MSP investigation activities in their community. Property crimes and narcotics were identified as the major crimes. All the respondents felt that evidence brought forth by investigators had a positive impact on the outcome of the cases.

2. Local Officials (Exhibit B)

We mailed this survey to 125 probate, district, and circuit court judges and juvenile court administrators throughout the State. We received a total of 89 responses, which are summarized in Exhibit B. A review of the responses indicated that a majority of the respondents classified crime within their communities as moderate. Many were not aware of any specific MSP criminal investigation activities or their related impact. Property crimes and narcotics were identified as the major crimes. Almost all respondents felt that evidence brought forth by investigators had a positive impact on the outcome of the cases.

3. Local Representatives (Exhibit C)

We mailed this survey to 128 county commissioners, mayors, and township supervisors throughout the State. We received a total of 55 responses, which are summarized in Exhibit C. We determined that some of the surveys were completed by local police department personnel. A review of the responses indicated that crime is low to moderate with property crimes identified as the major crime. Most are not aware of specific MSP criminal investigation activities or their related impact on crime but felt neutral to very satisfied with the effectiveness and outcomes of the investigations.

CRIMINAL INVESTIGATION PROGRAM
Michigan Department of State Police
Prosecutors
Summary of Survey Responses

Surveys Distributed 86
Responses (N=) 60
Response Rate 70%

1. How would you classify the level of crime within your community? (N=58)

<u>Very High</u>	<u>High</u>	<u>Moderate</u>	<u>Low</u>	<u>Very Low</u>	<u>Don't Know</u>
1	7	38	12	0	0
2%	12%	66%	21%		

2. What do you see as the major type(s) of criminal activity in your community? (N=60)

<u>Automobile Theft</u>	<u>Gang Related</u>	<u>Homicide</u>	<u>Narcotics</u>	<u>Property Crimes</u>	<u>Sexual Assault</u>	<u>Other</u>
5	5	6	33	54	26	2
8%	8%	10%	55%	90%	43%	3%

3. How would you describe recent changes in the level of crime within your community? (N=59)

<u>Significantly Decreasing</u>	<u>Decreasing</u>	<u>No Change</u>	<u>Increasing</u>	<u>Significantly Increasing</u>	<u>Don't Know</u>
0	11	15	30	1	2
	19%	25%	51%	2%	3%

4. Are you aware of any specific/targeted MSP criminal investigation (i.e., task force) activities being conducted in your community? (N=59)

<u>Yes</u>	<u>No</u>
38	21
64%	36%

5. How satisfied are you with the current focus (target) of MSP criminal investigation activities within your community? (N=57)

<u>Very Satisfied</u>	<u>Somewhat Satisfied</u>	<u>Neutral</u>	<u>Somewhat Dissatisfied</u>	<u>Very Dissatisfied</u>	<u>Don't Know</u>
31	10	9	5	1	1
54%	18%	16%	9%	2%	2%

6. What impact have MSP criminal investigation activities had on the level of crime in your community? (N=57)

<u>Very High</u>	<u>High</u>	<u>Moderate</u>	<u>Low</u>	<u>No Impact</u>	<u>Don't Know</u>
6	12	24	5	2	8
11%	21%	42%	9%	4%	14%

7. How satisfied are you with the effectiveness of MSP criminal investigations in identifying and apprehending offenders within your community? (N=56)

<u>Very Satisfied</u>	<u>Somewhat Satisfied</u>	<u>Neutral</u>	<u>Somewhat Dissatisfied</u>	<u>Very Dissatisfied</u>	<u>Don't Know</u>
32	16	2	4	1	1
57%	29%	4%	7%	2%	2%

8. How satisfied are you with the results/outcome of criminal investigations (i.e., arrests, convictions, acquittals)? (N=59)

<u>Very Satisfied</u>	<u>Somewhat Satisfied</u>	<u>Neutral</u>	<u>Somewhat Dissatisfied</u>	<u>Very Dissatisfied</u>	<u>Don't Know</u>
37	14	7	0	0	1
63%	24%	12%			2%

9. Do you feel that the evidence brought forth by investigators had a positive impact on the outcome of the cases? (N=58)

<u>Yes</u>	<u>No</u>
58	0
100%	

10. How would you describe the investigators who appear in court? (N=59)

<u>Very Well Prepared</u>	<u>Well Prepared</u>	<u>Prepared</u>	<u>Somewhat Prepared</u>	<u>Not Prepared</u>	<u>Don't Know</u>
23	22	13	0	0	1
39%	37%	22%			2%

CRIMINAL INVESTIGATION PROGRAM
Michigan Department of State Police
Local Officials
Summary of Survey Responses

Surveys Distributed 125
Responses (N=) 89
Response Rate 71%

1. How would you classify the level of crime within your community? (N=86)

<u>Very High</u>	<u>High</u>	<u>Moderate</u>	<u>Low</u>	<u>Very Low</u>	<u>Don't Know</u>
2	12	55	16	1	0
2%	14%	64%	19%	1%	

2. What do you see as the major type(s) of criminal activity in your community? (N=87)

<u>Automobile Theft</u>	<u>Gang Related</u>	<u>Homicide</u>	<u>Narcotics</u>	<u>Property Crimes</u>	<u>Sexual Assault</u>	<u>Other</u>
14	9	6	48	67	23	4
16%	10%	7%	55%	77%	26%	5%

3. How would you describe recent changes in the level of crime within your community? (N=87)

<u>Significantly Decreasing</u>	<u>Decreasing</u>	<u>No Change</u>	<u>Increasing</u>	<u>Significantly Increasing</u>	<u>Don't Know</u>
0	19	32	34	1	1
	22%	37%	39%	1%	1%

4. Are you aware of any specific/targeted MSP criminal investigation (i.e., task force) activities being conducted in your community? (N=87)

<u>Yes</u>	<u>No</u>
38	49
44%	56%

5. How satisfied are you with the current focus (target) of MSP criminal investigation activities within your community? (N=84)

<u>Very Satisfied</u>	<u>Somewhat Satisfied</u>	<u>Neutral</u>	<u>Somewhat Dissatisfied</u>	<u>Very Dissatisfied</u>	<u>Don't Know</u>
16	15	20	9	1	23
19%	18%	24%	11%	1%	27%

6. What impact have MSP criminal investigation activities had on the level of crime in your community? (N=86)

<u>Very High</u>	<u>High</u>	<u>Moderate</u>	<u>Low</u>	<u>No Impact</u>	<u>Don't Know</u>
0	11	23	7	8	37
	13%	27%	8%	9%	43%

7. How satisfied are you with the effectiveness of MSP criminal investigations in identifying and apprehending offenders within your community? (N=85)

<u>Very Satisfied</u>	<u>Somewhat Satisfied</u>	<u>Neutral</u>	<u>Somewhat Dissatisfied</u>	<u>Very Dissatisfied</u>	<u>Don't Know</u>
18	25	16	10	0	16
21%	29%	19%	12%		19%

8. How satisfied are you with the results/outcome of criminal investigations (I.e., arrests, convictions, acquittals)? (N=85)

<u>Very Satisfied</u>	<u>Somewhat Satisfied</u>	<u>Neutral</u>	<u>Somewhat Dissatisfied</u>	<u>Very Dissatisfied</u>	<u>Don't Know</u>
26	26	12	10	1	10
31%	31%	14%	12%	1%	12%

9. Do you feel that the evidence brought forth by investigators had a positive impact on the outcome of the cases? (N=76)

<u>Yes</u>	<u>No</u>
73	3
96%	4%

10. How would you describe the investigators who appear in court? (N=85)

<u>Very Well Prepared</u>	<u>Well Prepared</u>	<u>Prepared</u>	<u>Somewhat Prepared</u>	<u>Not Prepared</u>	<u>Don't Know</u>
24	35	17	4	0	5
28%	41%	20%	5%		6%

CRIMINAL INVESTIGATION PROGRAM
Michigan Department of State Police
Local Representatives
Summary of Survey Responses

Surveys Distributed 128
Responses (N=) 55
Response Rate 43%

1. How would you classify the level of crime within your community? (N=55)

<u>Very High</u>	<u>High</u>	<u>Moderate</u>	<u>Low</u>	<u>Very Low</u>	<u>Don't Know</u>
0	2	18	24	10	1
	4%	33%	44%	18%	2%

2. What do you see as the major type(s) of criminal activity in your community? (N=55)

<u>Automobile Theft</u>	<u>Gang Related</u>	<u>Homicide</u>	<u>Narcotics</u>	<u>Property Crimes</u>	<u>Sexual Assault</u>	<u>Other</u>
7	0	1	21	45	4	5
13%		2%	38%	82%	7%	9%

3. How would you describe recent changes in the level of crime within your community? (N=54)

<u>Significantly Decreasing</u>	<u>Decreasing</u>	<u>No Change</u>	<u>Increasing</u>	<u>Significantly Increasing</u>	<u>Don't Know</u>
1	13	23	16	1	0
2%	24%	43%	30%	2%	

4. Are you aware of any specific/targeted MSP criminal investigation (i.e., task force) activities being conducted in your community? (N=55)

<u>Yes</u>	<u>No</u>
15	40
27%	73%

5. How satisfied are you with the current focus (target) of MSP criminal investigation activities within your community? (N=53)

<u>Very Satisfied</u>	<u>Somewhat Satisfied</u>	<u>Neutral</u>	<u>Somewhat Dissatisfied</u>	<u>Very Dissatisfied</u>	<u>Don't Know</u>
14	11	13	2	1	12
26%	21%	25%	4%	2%	23%

6. What impact have MSP criminal investigation activities had on the level of crime in your community? (N=55)

<u>Very High</u>	<u>High</u>	<u>Moderate</u>	<u>Low</u>	<u>No Impact</u>	<u>Don't Know</u>
1	5	14	3	11	21
2%	9%	25%	5%	20%	38%

7. How satisfied are you with the effectiveness of MSP criminal investigations in identifying and apprehending offenders within your community? (N=54)

<u>Very Satisfied</u>	<u>Somewhat Satisfied</u>	<u>Neutral</u>	<u>Somewhat Dissatisfied</u>	<u>Very Dissatisfied</u>	<u>Don't Know</u>
14	12	13	3	1	11
26%	22%	24%	6%	2%	20%

8. How satisfied are you with the results/outcome of criminal investigations (i.e., arrests, convictions, acquittals)? (N=54)

<u>Very Satisfied</u>	<u>Somewhat Satisfied</u>	<u>Neutral</u>	<u>Somewhat Dissatisfied</u>	<u>Very Dissatisfied</u>	<u>Don't Know</u>
14	12	14	3	1	10
26%	22%	26%	6%	2%	19%

Glossary of Acronyms and Terms

CID	East Lansing Criminal Investigation Division.
CIP	Criminal Investigation Program.
effectiveness	Program success in achieving mission and goals.
efficiency	Achieving the most outputs and outcomes practical for the amount of resources applied or minimizing the amount of resources required to attain a certain level of outputs or outcomes.
FDD	Field Detective Division.
GAAP	generally accepted accounting principles.
GAAS	generally accepted auditing standards.
homicide data base	A centralized computer file consisting of information on solved and unsolved homicides that have been reported to the Michigan Department of State Police. The file assists law enforcement agencies in the investigation, identification, and apprehension of individuals involved in these crimes.
index crimes	Because of their seriousness and occurrence rate, eight offenses (murder, rape, robbery, aggravated assault, burglary, larceny, motor vehicle theft, and arson) are designated as index crimes. They serve as indicators of the nation's crime experience.
internal control structure	The management control environment, management information system, and control policies and procedures established by management to provide reasonable assurance that goals are met; that resources are used in

compliance with laws and regulations; and that valid and reliable performance-related information is obtained and reported.

IRS	Investigative Resources Section.
mission	The agency's main purpose or the reason the agency was established.
MSP	Michigan Department of State Police.
multijurisdictional task force	Integration of federal, State, and local law enforcement agencies and prosecutors for the purpose of enhancing interagency cooperation and establishing a unified effort in the enforcement of criminal activity.
non-index crimes	All criminal offenses reported, other than the eight offenses included in the index crime total.
outcomes	The actual impacts of the program. Outcomes should positively impact the purpose for which the program was established.
outputs	The products or services produced by the program. The program assumes that producing its outputs will result in favorable program outcomes.
performance audit	An economy and efficiency audit or a program audit that is designed to provide an independent assessment of the performance of a governmental entity, program activity, or function to improve public accountability and to facilitate decision making by parties responsible for overseeing or initiating corrective action.

reportable condition	A matter coming to the auditor's attention that, in his/her judgment, should be communicated because it represents either an opportunity for improvement or a significant deficiency in management's ability to operate a program in an effective and efficient manner.
SECID	Southeastern Criminal Investigation Division.
sexually motivated crime data base (SMCDB)	Section 28.247 of the <i>Michigan Compiled Laws</i> requires the collection of information related to individuals accused of sexually motivated crimes. SMCDB is a centralized computer file containing this information as reported to the Michigan Department of State Police. The file assists law enforcement agencies in the investigation, identification, and apprehension of individuals involved in these crimes.
Uniform Crime Report	A compilation of the Statewide incidences of reported crime.
Urban Cooperation Act (UCA)	This Act authorizes public agencies, including municipalities, upon approval of the respective governing bodies, to exercise jointly any power or authority which such agencies share in common pursuant to an interlocal agreement.